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National Security Strategy: Development, Resourcing, and Implementation

Malawi Topical Outreach Symposium
Lilongwe, Malawi

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FORGING PARTNERSHIPS FOR AFRICA'S FUTURE

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What and Why Strategy?

- **A plan, method, or series of maneuvers or stratagems for obtaining a specific goal or result. It helps you find the result you seek:**
- **If you don't know where you're going, it really doesn't matter which path you take**
- **If you don't know where you're going, you probably won't even know if you've arrived**
- **If you don't know where you're going, no matter where you are…you're there!**
- **If you don't know where you are, you probably can't chart a course to where you want to go**

National Security Lexicon

- **National Security Strategy**
- **National Security Policy**
- **Development Strategy**
- **Human Security Strategy**
- **NSS/P *IMPLEMENTATION***

Defining National Security

- **Security is a collective good:**
  - **Local, national, sub-regional, regional and global dimensions**
  - **“Localizing” consequences of failed security no longer a feasible alternative**
- **Not divisible into external and internal domains: domestic and external security are inextricably linked; *threats and challenges transcend borders***
- **Nation States are no longer the only or necessarily the primary actors**
  - **Role of International Organizations – UN, AU, SADC**
  - **Role of non-state actors**
  - **Role of “Donors.” external powers, and neighboring states**

National Security Re-defined

- **FROM:**
  - **Traditional *STATE SECURITY***
  - **State-centric**
  - **Focused on regime security and state survival**
  - **Emphasis on external (neighboring state) threats**
  - **Predominately military and Defense**
- **TO:**
  - ***HUMAN SECURITY***
  - **Citizen-centric**
  - **Community-based**
  - **Emphasis on internal challenges (crime, local conflict, violent extremism, lack of development, poor governance, corruption)**
  - **Genuinely "whole-of-government" with private sector, civil society, and local political stakeholders**

Elements of the Security Sector

Non-state Actors
Rebels
Militias
Gangs
Criminal orgs.
Cartels
Private security companies

Armed and Public Security Forces
Police/Military
Paramilitary
Border security
Coast guards
Intelligence community
Customs agents

Civil Management/ Oversight Bodies
Executive
Civilian ministries
Legislatures
Justice system
Municipal and district governments/councils

Other Actors
Donors
Intl. Financial *Institutions*
Neighbors
Regional orgs.

Civil Society
Media
Academia
Civic groups
Think tanks
Business communities

What Strategy Does
(or what its supposed to do)

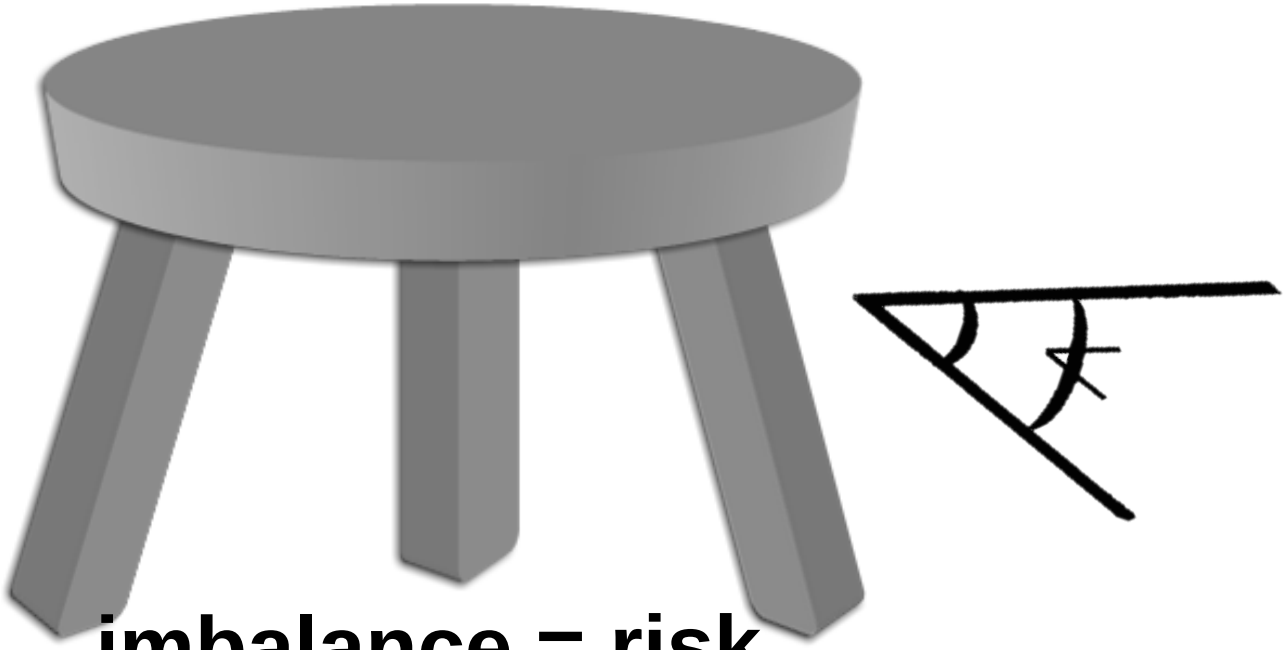
- **<u>Calculated</u> relationship among:**
  - **Ends (Objectives)**
  - **Ways (Concepts)**
  - **Means (Resources)**

ENDS MATTER – and at the Strategic Level, ENDS MATTER MOST

- **Dynamic**
  - **Multiple players ; Proactive - Anticipatory**
  - **Non-linear**
- **Art more than a science – It is NOT a plan**
- **If you focus on MEANS exclusively you are not following the right approach**

Strategy – A Model

Relating Ends, Ways & Means



imbalance = risk

Objectives *(Ends)*	**Concepts** *(Ways)*	**Resources** *(Means)*

National Interests and National Strategy/Policy

- **National Security Strategy/Policy Objectives (ENDS) identify *WHAT* we care about, BUT-**
- **National interests (informed by national values) explain *WHY* we care, and**
- **National Interest "Intensity" defines *HOW MUCH* we care:**
  - **Vital (survival of the State is at issue)**
  - **Important**
  - **Peripheral**
- **National Security Strategy/Policy *ENDS* are derived from analyzing (sometimes competing) national interests, and their relative priorities**

Strategy Formulation Model

Global Environment (Forces &Trends)

- Alliances & Coalitions
- Competing Values
- Economic Conditions
- Globalization
- Information Revolution
- International Law
- International Organizations
- Non-State Actors
- Threats: Conventional and Transnational
- WMD

National Purpose
(Enduring Beliefs, Culture, Ethics and Values)

National Interests

Grand Strategy/Strategic*Vision*

National Policy

Strategy Formulation Process

National Objectives (Ends)

Strategic Concepts (Ways)

National Power (Means)

Feasibility, Suitability, Acceptability

Risk Assessment

STRATEGY

Monitor for Success, Failure, or Modification

Domestic Environment (Forces & Trends)

- Federal system of government
- Congress
- Bureaucracy
- Judiciary
- Interest Groups
- Economic conditions
- Social needs
- Electoral politics
- The media
- Public opinion
- National style, self-image
- Presidential style

The Big Questions
(Crafting the Strategy)

- **Who leads the process?**
  - **Typically executive branch, but who? President? Chief of Cabinet? Minister of Defense?**
- **Who are [participating] stakeholders and the intended audiences?**
  - **The public?**
  - **The executive and/or legislative branch?**
  - **External partners?**
  - **Potential adversaries?**
- **What is the drafting process?**
- **Who approves, and how?**
- ***Who funds? Is resourcing part of the strategy or part of implementation?***

NSS/P Examples: United States

United States: "National Security Strategy" (1989-2010)

- Externally and State (NOT human security) focused
- Required by law (Goldwaters-Nichols Act)
- Produced by the Executive Office of the President (NOT whole-of-government)
- No public consultation or legislative branch participation
- Directive in nature, but lacking "force of law"
- Audience and intended use varies with Administration
- Does not incorporate funding processes or guidance (e.g., no "means" component)

NSS/P Examples: South Africa

South Africa: "White Paper on National Defense for the Republic of South Africa: Defense in a Democracy" (1996)

- Developed by Ministry of Defense (not "whole-of-government")
- Internally focused, with significant human security content
- Focused on supporting transition to Black Majority Rule
- Collaborative process involving both Parliament and the Executive Branch
- Extensive public consultation informed final draft
- No funding component, but involvement of Parliament offered connection to means

NSS/P Examples: France

France: "Defense and National Security" (2007)

- Both externally and internally focused
- Combines human security and state security
- Produced by an independent Commission appointed by and answering directly to the President
- A "whole-of-government" process, involving all elements of the security sector
- Included broad public participation in a robust consultative process (but no formal mechanism for incorporating input)
- Clearly directive in nature, with specific goals and benchmarks
- No participation by legislative branch
- Informs funding input by executive branch to Parliament, but no formal connection to means

NSS/P Examples: Liberia

- Liberia: “150 Day Action Plan” (2006)
  - Internally focused and Human security-centric
  - Produced by the Office of the President with no significant consultation outside the executive mansion
  - Directive in nature
  - Provided critical priorities and guidance to the newly constituted Sirleaf-Johnson Administration
  - No connection to funding or means (which were donor-driven)
- Leads to Liberia: “Poverty Reduction Strategy” (2007)
  - Human security-centric, but with state security elements
  - Whole-of-government “Steering Committee” under authority of the President
  - Embraced robust consultation with public, legislature, and donors
- Leads to Liberia “National Security Strategy” (2008)

The Big Questions
(Implementing the Strategy)

- **Who leads implementation?**
  - **Typically executive branch, but who? President? Chief of Cabinet? Minister of Defense?**
  - **How are critical (ie, crisis response) decisions generated and implemented?**
- **How are implementing stakeholders incorporated in the implementation process?**
  - **Police, military, other services?**
  - **Governance bodies – local, intermediate, national?**
  - **External partners?**
  - **Non-state actors?**
- **Who provides oversight, accountability and, if necessary, adjustment to the strategy?**
- **How are resources allocated and controlled?**

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